

8000,
5/12/88

Text Amendment Application No.
Boston Redevelopment Authority
Dorchester Avenue Interim Planning
Overlay District

TO THE ZONING COMMISSION
OF THE CITY OF BOSTON:

The Boston Redevelopment Authority petitions to amend the text of the Boston Zoning Code as established under Chapter 665 of the Acts of 1956, as amended as follows:

By inserting, for a period of twelve (12) months from the effective date of the amendment, after Article 27G, the following article:

ARTICLE 27H

DORCHESTER AVENUE INTERIM PLANNING OVERLAY DISTRICT

SECTION 27H-1. Statement of Purpose. The purposes of this article are to facilitate the comprehensive planning and rezoning of the Dorchester Avenue neighborhood; to manage the future development of Dorchester Avenue for the benefit of the Dorchester Avenue community and Boston; to address traffic congestion problems; to identify and facilitate appropriate siting of commercial parking areas to serve local businesses; to provide for appropriate urban design and development controls and guidelines; to provide for an appropriate mix of residential and commercial uses; to prevent and discourage the mixing of industrial and residential land uses; to insure the compatibility of new buildings, in terms of siting, scaling, massing, and architectural design, with existing neighboring buildings; to improve the quality of signage; to maintain and expand the stock of affordable housing; to support appropriate light industrial uses which create jobs; to enhance the appearance of the industrial zones; and to preserve, enhance, and create open space to be enjoyed by residents.

SECTION 27H-2. Declaration of Need for Interim Zoning. Interim zoning in the Dorchester Avenue Interim Planning Overlay District (IPOD) Study Area is necessary to provide the proper balance between competing land uses and economic and environmental factors, and to avoid poor siting or design of new buildings, both of which interfere with the effort to enhance the Study Area's urban design quality. Characteristics of existing zoning that render it inappropriate include its failure: to provide for adequate parking; to prevent traffic congestion; to discourage excessive density and height; to prevent overdevelopment; to prevent undesirable and noxious uses; to conserve and enhance open space; to prevent mixing of incompatible industrial and residential land uses and to provide for transitional or buffer areas between them; to prevent future signage which is incompatible with the Avenue's urban design character; to avoid further depletion of the area's housing stock; and to encourage residential and commercial uses which provide benefits to the community.

SECTION 27H-3. Definitions. For the purposes of this article only, the following words or phrases, when capitalized, shall have the meanings indicated.

1. "Adjusted Income" is defined as it is in 24 CFR §813.102, as amended, or as set forth in regulations adopted in accordance with Section 27H-20.
2. "Affordable" means, in the case of an owner-occupied dwelling unit, requiring the expenditure by a Low-Income or Moderate-Income Household for mortgage payments, insurance, real estate taxes, and condominium or cooperative fees of not more than thirty percent (30%) of its Adjusted

Income to occupy the unit; and, in the case of renter-occupied dwelling units, requiring the expenditure by a Low-Income or Moderate-Income Household for rent and utilities of not more than thirty percent (30%) of its Adjusted Income to occupy the unit.

3. "Annual Income" is defined as it is in 24 CFR §813.106, as amended, or as set forth in regulations adopted in accordance with Section 27H-20.
4. "Applicant" means any person or entity having a legal or equitable interest in a Proposed Project subject to the provisions of this article, as set forth in Section 27H-5, or the authorized agent of any such person or entity.
5. "Dorchester Avenue IPOD" means the regulations imposed by this article.
6. "Dorchester Avenue IPOD Study Area" means the area defined in Section 27H-4.
7. "Low-Income Household" means a household whose Annual Income does not exceed fifty percent (50%) of the Median Gross Income of households in the Boston Standard Metropolitan Statistical Area.
8. "Market Unit" means any dwelling unit available for purchase without restrictions as to income of the purchasing household.

9. "Median Gross Income" is defined as it is by the United States Department of Housing and Urban Development, pursuant to 24 CFR §813.102, as amended, or as set forth in regulations adopted in accordance with Section 27H-20.
10. "Moderate-Income Household" means a household whose Annual Income does not exceed eighty percent (80%) of the Median Gross Income of households in the Boston Standard Metropolitan Statistical Area.
11. "Proposed Project" means any erection, substantial extension or exterior demolition of any structure or part thereof, or the change of use or occupancy of any structure or land, including a change of use that decreases the number of dwelling units within the Dorchester Avenue IPOD study area, for which the Applicant is required to obtain a building or change of use or occupancy permit.
12. "Residential Uses" means Use Item Numbers 1 through 8A, inclusive, as described in Table A, Section 8-7.
13. "Underlying Zoning" means all zoning regulations, with the exception of this article, which are contained in this Code.
14. "Zoning Relief" means any variance, conditional use permit, interim planning permit, zoning map or text amendment, or any other relief granted by the Zoning Commission or Board of Appeal.

SECTION 27H-4. Establishment of Planning Areas. This article shall be applicable only in the Dorchester Avenue IPOD Study Area, consisting of the

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seven (7) planning areas depicted in Appendix A and as more particularly described on Map 5 North Dorchester, and Map 8 South Dorchester of the series of maps entitled 'Zoning Districts - City of Boston' dated August 15, 1962, as amended. The seven planning areas shall be:

1. Andrew Square
2. Columbia Road at Dorchester Avenue
3. Savin Hill at Dorchester Avenue
4. Glovers Corner
5. Fields Corner
6. Peabody Square
7. Lower Mills

SECTION 27H-5. Applicability. Unless otherwise exempt pursuant to this section, any Proposed Project within the Dorchester Avenue IPOD Study Area or Section 27H-8, is subject to the provisions of this article. The following Proposed Projects, however, are exempt from the provisions of this article.

1. Any Proposed Project for which application to the Inspectional Services Department for a building or use permit has been made prior to the first notice of hearing before the Zoning Commission for adoption of this article and for which no Zoning Relief is required.
2. Any Proposed Project for which appeal to the Board of Appeal for any Zoning Relief has been made prior to the first notice of hearing before the Zoning Commission for adoption of this article, provided that such Zoning Relief has been or is hereafter granted by the Board of Appeal pursuant to such appeal.

3. Any Proposed Project or site for which application for approval of a development impact project plan, planned development area development plan, or planned development area master plan has been submitted to the Boston Redevelopment Authority prior to the first notice of hearing before the Zoning Commission for adoption of this article, provided that such development impact project plan, planned development area development plan, or planned development area master plan has been or is hereafter approved by the Boston Redevelopment Authority pursuant to such application, whether or not such application or such development impact project plan, planned development area development plan, or planned development area master plan is thereafter modified or amended.

SECTION 27H-6. Zoning Regulations in Effect; Conflict Provisions. The Dorchester Avenue IPOD and Underlying Zoning together constitute the zoning regulations for the Dorchester Avenue IPOD Study Area. Upon expiration of this article, the Underlying Zoning shall be the sole set of zoning regulations for the Dorchester Avenue IPOD Study Area. While the Dorchester Avenue IPOD is in effect, the provisions of the Dorchester Avenue IPOD supersede Underlying Zoning where conflicts between their respective provisions exist; provided that: (a) notice of a public hearing before the Zoning Commission for adoption of said Underlying Zoning was published prior to the effective date of this article; and (b) with respect to building heights and FARs the more restrictive provisions shall govern.

SECTION 27H-7. General Land Use Objectives for the Study Area. The general land use objectives for the seven planning areas are as follows: to exclude introduction or expansion of industrial uses which involve hazardous, dangerous, or environmentally degrading materials; to protect desirable

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industrial job producing uses where these uses do not conflict with housing; to provide for an appropriate mix of allowed land uses which encourages residential development where appropriate; to provide for height and floor area ratio standards that reinforce the existing character and low scale of residential development and direct more dense development to appropriate sites within the Dorchester Avenue IPOD Study Area; to provide a balance between development, the preservation of the quality and amount of air, light, and open spaces, and adequate parking and traffic flow; to encourage the maintenance, expansion, and enhancement of public open space; and to encourage enhancement of the urban design character of Dorchester Avenue. The purpose of the revised zoning will be to: (a) protect and promote the Boulevard Planning Districts as gateways to the community and as mixed-use commercial centers; (b) encourage a mix of uses which, by providing employment opportunities, services for residents and visitors, and affordable and market rate housing, promotes and sustains economic viability and residential stability; (c) develop a plan for the preservation of open space and historic structures; (d) develop parking and transportation access plans which identify appropriate sites for commercial parking; and (e) develop design guidelines and billboard sign controls to enhance the aesthetic character and economic viability of the Dorchester Avenue IPOD Study Area.

SECTION 27H-8. Interim Use Controls. To protect the Dorchester Avenue IPOD Study Area from development inconsistent with the goals of the comprehensive planning process and contemplated zoning changes, Proposed Projects within the Dorchester Avenue IPOD Study Area subject to the provisions of this article are subject to the interim use controls set forth in this section.

1. In addition to the Proposed Projects exempt pursuant to Section 27H-5, Proposed Projects which include Residential Uses described in Use Item Numbers 1 through 4, inclusive, in Section 8-7, Table A, and which involve no greater than four (4) dwelling units, are allowed, and are exempt from the provisions of this article; provided that such Proposed Projects are in compliance with the Interim Height Controls set forth in Section 27H-9, the Interim Parking Controls set forth in Section 27H-11, and Underlying Zoning.
2. Use Item Numbers 34A, 53, 57, 57A, 64, and 70, and uses ancillary or accessory to Use Item Number 70 as specified in Section 8-7, Table A, are forbidden uses.

SECTION 27H-9. Interim Height Standards. Proposed Projects within Dorchester Avenue IPOD Study Area subject to the provisions of this article, shall not exceed a height of thirty-five (35') feet.

SECTION 27H-10. Open Space Plan. During the Dorchester Avenue IPOD planning period, an Open Space Plan shall be developed by the Boston Redevelopment Authority in conjunction with the community, to accompany revised zoning and to guide future development. The Open Space Plan shall:

1. Emphasize historic, geographic, and functional links to historic Dorchester Avenue and to activity nodes within the Dorchester Avenue IPOD Study Area, and to the open space and park system of Boston.
2. Identify appropriate locations and opportunities for major new open space sites along Dorchester Avenue.

SECTION 27H-11. Interim Parking Controls. The following Interim Parking Controls shall apply to any Proposed Project within the Dorchester Avenue IPOD Study Area: for a use listed in Table A of Section 8-7 under Use Item Numbers 5, 6, 7, 14, or 15:

1. For any newly created market rate residential unit(s) the following ratios of number of off-street parking spaces per unit shall apply unless otherwise excepted by this section:

<u>Number of Dwelling Units In Residential Structure</u>	<u>Off-Street Parking Spaces Required for Each Unit</u>
1 to 3	1.00
3 to 6	1.25
7 and above	1.33

2. Off-street parking facilities shall be provided at a ratio of 0.90 parking space for each dwelling unit that is rented or sold to a Low or Moderate Income Household.
3. Proposed Projects which include housing for Low-Income Households of elderly persons shall provide 0.2 spaces per dwelling unit for any portion of such Proposed Project constructed under the Housing Authority law of the Commonwealth of Massachusetts and/or the United States Housing Act of 1937 as amended.

SECTION 27H-12. Transportation Access Plan. A Transportation Access Plan to be submitted to the Boston Transportation Department and Boston Redevelopment Authority is required of any Applicant seeking a building permit for any Proposed Project: (a) exceeding one hundred fifty thousand (150,000) square feet in gross floor area; (b) exceeding fifty thousand (50,000) square feet in gross floor area which includes a Retail Use as

specified by Use Item Numbers 34, 34A, 35, 36, or 36A; or (c) which includes a Residential Use for thirty (30) or more dwelling units. The Plan shall consist of impact assessment, mitigation, and monitoring components as follows:

1. The impact assessment component shall identify and evaluate the impact of the Proposed Project on the city's transportation network.
2. The mitigation component shall propose measures to minimize, to the extent economically feasible, the transportation-related impact of the Proposed Project.
3. The monitoring component shall describe provisions for periodic re-evaluation of the effectiveness of proposed mitigation measures.

SECTION 27H-13. Transportation Master Plan. During the Dorchester Avenue IPOD planning period, a Transportation Master Plan for the Dorchester Avenue IPOD Study Area shall be developed by the Boston Redevelopment Authority in coordination with the Boston Transportation Department, and shall include the following:

1. Determination by the Boston Transportation Department of off-street parking requirements for all Proposed Projects.
2. Specification of parking and access controls to be implemented in Business and Industrial districts.
3. Identification of appropriate sites within Business and Industrial districts for commercial parking.

4. Analysis of public transit access locations relative to siting and size of any potential or actual Proposed Project.
5. Determination by the Boston Transportation Department of specified truck routes that avoid residential streets.

SECTION 27H-14. Design Guidelines. During the Dorchester Avenue IPOD planning period, design guidelines shall be developed by the Boston Redevelopment Authority, working with the community, to promote residential and commercial neighborhood design for future development that will enhance the community and reinforce the positive scale, character, massing, and architectural elements that exist in the Dorchester Avenue IPOD Study Area. Design guidelines shall, at a minimum, address building design, open space, landscaping, and signage. Sign controls for on-premises signs and billboards shall be developed. In order to develop and implement these guidelines, a Design Advisory Group shall be formed by the Dorchester Avenue Revitalization Team, local civic and design groups, and community residents, to work with the Boston Redevelopment Authority. Design guidelines for manufactured housing shall be promulgated by the Boston Redevelopment Authority, and all manufactured housing located within the Dorchester Avenue IPOD Study Area and erected during the interim planning period shall comply with these guidelines.

SECTION 27H-15. Site Plan Review. Within the Dorchester Avenue IPOD Study Area, site plan review by the Boston Redevelopment Authority and review by the Dorchester Avenue Revitalization Team, local civic groups, and community residents shall be required for any Proposed Project subject to the

provisions of this article. Site plan review shall address, but not be limited to the following:

1. building height and massing;
2. transportation access and the provision of parking;
3. open space and landscaping;
4. historic preservation;
5. signage;
6. building siting and design; and
7. location and design of parking.

SECTION 27H-16. Standards for Issuance of Interim Planning Permit. The Board of Appeal shall grant an Interim Planning Permit only if it finds that: (a) the Proposed Projects benefits to the community outweigh the burdens imposed; and (b) that the Proposed Project is in substantial accord with the following:

1. The land use objectives set forth in Section 27H-7;
2. The Interim Use Controls set forth in Section 27H-8;
3. The Interim Height Standards set forth in Section 27H-9;
4. The Interim Parking Controls in Section 27H-11;
5. The Transportation Access Plan requirement set forth in Section 27H-12.
6. The design guidelines developed pursuant to Section 27H-14; and
7. Any other provisions of this article.

In issuing an Interim Planning Permit, the Board of Appeal shall provide in its written decision specific reasons why the Proposed Project is in substantial accord with the above standards.

SECTION 27H-17. Enforcement. The Commissioner of Inspectional Services shall not issue any building, demolition, or use permit for any Proposed Project, subject to the provisions of this article, unless the Board of Appeal has approved an Interim Planning Permit for the Proposed Project.

SECTION 27H-18. Sunset Provision; Subsequent Amendments. This article shall be in effect for twelve (12) months from the effective date of this amendment, unless otherwise extended pursuant to Section 27-2. While in effect, this article or portions of this article may be repealed or superseded by subsequent amendments to this article, or by amendments to the Underlying Zoning as to which notice of a public hearing before the Zoning Commission is published after the effective date of this article. Upon expiration of the twelve (12) month period for which this article is in effect, the Underlying Zoning shall alone constitute the zoning regulations for the area governed by this article.

SECTION 27H-19. Timetable for Rezoning. Submission of proposed zoning changes by the Boston Redevelopment Authority to the Zoning Commission shall be completed within ten (10) months from the enactment of the Dorchester Avenue IPOD, and the Zoning Commission hearing on any petition to adopt proposed zoning changes shall be completed within twelve (12) months of the enactment of the Dorchester Avenue IPOD; provided, however, failure of the Boston Redevelopment Authority to submit proposed zoning changes to the Zoning Commission within ten (10) months, or failure of the Zoning Commission to conduct a hearing on such zoning changes within twelve (12) months, shall not invalidate any provision of the Dorchester IPOD or Underlying Zoning.

SECTION 27H-20. Regulations. The Boston Redevelopment Authority may promulgate regulations to administer this article.

SECTION 27H-21. Severability. The provisions of this article are severable, and if any such provision or provisions shall be held invalid by any decision of any court of competent jurisdiction, such decision shall not impair or otherwise affect any other provision of this article.

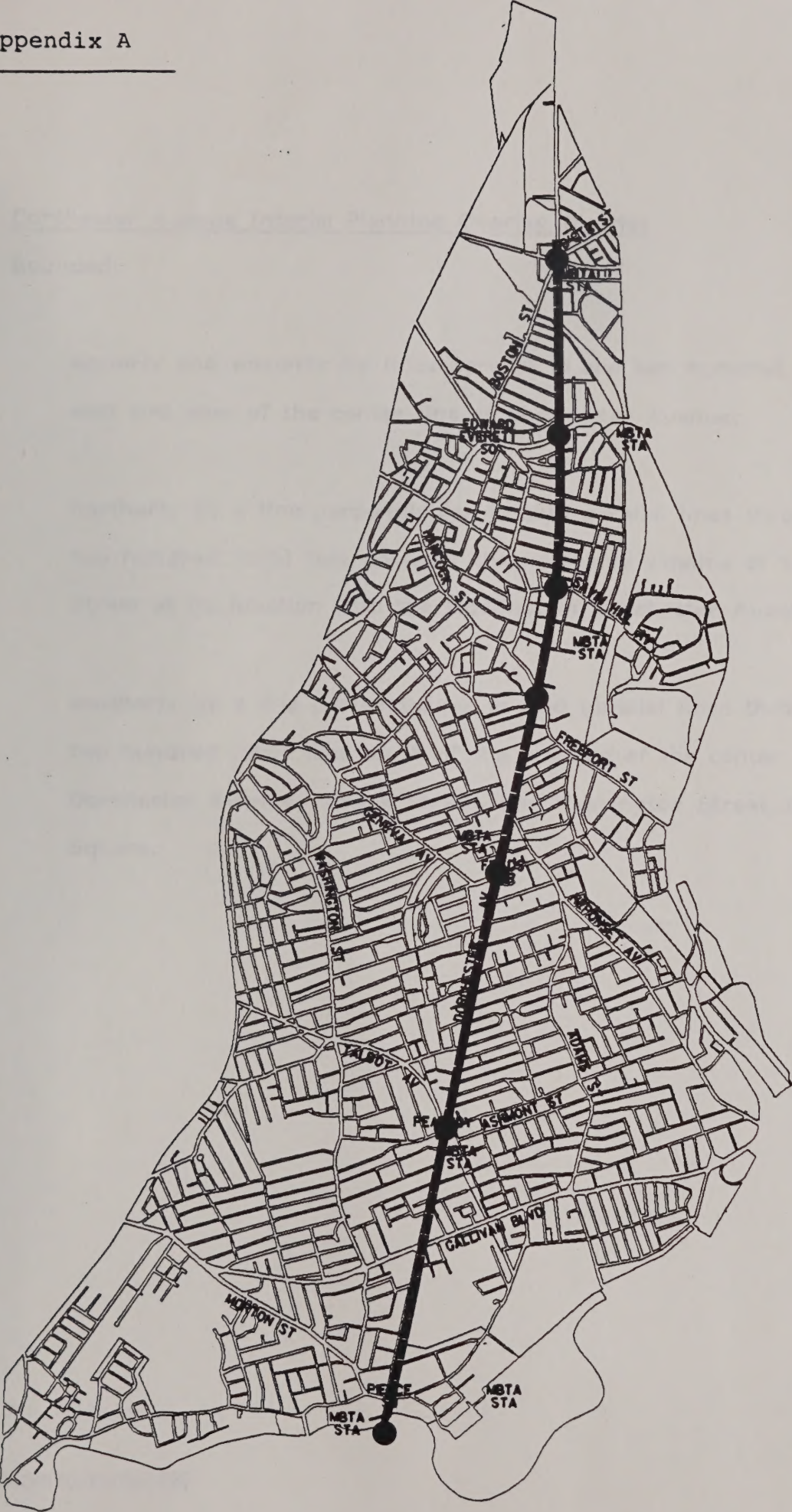
Petitioner: Boston Redevelopment Authority

By: Stephen Coyle, Director

Address: One City Hall Square
Boston, Massachusetts

Telephone: (617) 722-4300, Extension 201

Date: _____



Dorchester Avenue Interim Planning Overlay District

Bounded:

easterly and westerly by lines parallel to and two hundred (200) feet east and west of the center line of Dorchester Avenue;

northerly by a line perpendicular to said parallel lines through a point two hundred (200) feet north of the northerly sideline of Southampton Street at its junction with the sidelines of Dorchester Avenue; and

southerly by a line perpendicular to said parallel lines through a point two hundred (200) feet south of the junction of the center lines of Dorchester Avenue, Adams Street, and Washington Street at Pierce Square.

MEMORANDUM

MAY 12, 1988

TO: BOSTON REDEVELOPMENT AUTHORITY AND
STEPHEN COYLE, DIRECTOR

FROM: LINDA BOURQUE, ASSISTANT DIRECTOR,
NEIGHBORHOOD PLANNING AND ZONING
HOMER RUSSELL, DIRECTOR OF URBAN
DESIGN AND DEVELOPMENT

SUBJECT: INFORMATIONAL MEMORANDUM AND REQUEST
AUTHORIZATION TO PETITION ZONING COMMISSION TO
ADOPT THE DORCHESTER AVENUE INTERIM PLANNING
OVERLAY DISTRICT AMENDMENT

SUMMARY: The Dorchester Avenue IPOD Amendment sets out controls that would be in place for a twelve month period along Dorchester Avenue to protect the area while planning and zoning are underway.

OVERVIEW

In order to revise Boston's Zoning Code appropriately, Authority staff has been reviewing zoning in neighborhoods across the City. Dorchester Avenue is the first in a series of major neighborhood 'boulevards' to be studied and rezoned to recapture the traditional "Main Street" theme of Boston's neighborhoods. We are proposing to accomplish this zoning review through the Interim Planning Overlay District process.

Dorchester Avenue connects many of Dorchester's neighborhoods and links these neighborhoods directly to downtown Boston. The Avenue chiefly serves local residents and shoppers engaged in local trips, rather than commuters into downtown. The MBTA Red Line runs in close proximity to the Avenue from South Boston to Lower Mills. The Southeast Expressway parallels the Avenue for much of its length. The Avenue provides a broad range of commercial services to more than ten percent of the City's population. Roughly fifty percent of this commercial activity is concentrated in four Village Centers, that are highly representative of the neighborhood commercial centers that emerged across the City with the introduction of the street car. Connecting these centers are a series of residential neighborhoods, mixed with widespread commercial uses, with a traditional building stock reflecting the heritage of an older Boston. This pattern is interrupted at Glover's Corner, Dorchester's oldest commercial area, now visually overwhelmed by auto-related businesses, and at Andrew Square which has already lost much of its historic character.

The concentration of chaotic signs and bleak asphalt associated with auto-body shops at Glover's Corner has cast a shadow over the larger Avenue. In fact, twenty of the thirty-six auto-related businesses located along the Avenue are concentrated in a one mile-long area at Glover's Corner.

In its role as the Main Street of Dorchester and as one of the longest streets in the city, Dorchester Avenue is central to establishing Dorchester's larger identity; what happens along the Avenue directly impacts the self image of many of the neighborhoods it serves. These neighborhoods, including Neponset, Lower Mills and Ashmont,, Fields Corner, Meeting House Hill, Savin Hill, Uphams Corner, and South Boston, constitute close to a quarter of the city's "neighborhood" population, making Dorchester Avenue one of the city's most significant, and possibly the most complex, neighborhood Main Street and a symbol for all these streets.

COMMUNITY PARTICIPATION

In early 1987, at the direction of Mayor Flynn, the Boston Redevelopment Authority, Inspectional Services Department, Dorchester Revitalization Team, and Public Facilities Department, met together to identify land use issues and problems along Dorchester Avenue and to discuss ways in which the City might participate with the community in efforts to revitalize the avenue and restore its traditional main street character.

In June 1987, the Boston Redevelopment Authority and the Mayor's Office of Neighborhood Services (MONS) met in a working session with members of the Dorchester Avenue Revitalization Team (DART), whose membership includes: residents, businessmen, civic and neighborhood associations, to respond to community concerns regarding continued development of projects which are incompatible with local business and neighborhood character of Dorchester Avenue.

In considering short- and long-term solutions, the concept of Interim Planning Overlay District (IPOD) was introduced. An IPOD for Dorchester Avenue will attempt to resolve conflicts in the neighborhood that are caused by inappropriate zoning.

The BRA has authorized a contract for consulting services for Urban Design, traffic, and final land use zoning recommendations related to the revitalization planning for Dorchester Avenue. The planning is the combined effort of the consultants, the Authority's Urban Design and Neighborhood Planning and Zoning staff and the Dorchester Avenue community.

BRA staff, Mayor's Office of Neighborhood Services, consultants, and DART have conducted a series of meetings along Dorchester Avenue to elicit and articulate the development goals of the community.

Completed work to date includes overall planning base maps and a block by block survey that documents traffic problems and land-use conflicts. The draft Existing Condition Report and graphic presentation have been submitted. Fay, Spofford, and Thorndike were hired to conduct traffic and parking studies and to recommend conceptual solutions and improvements toward improving the character of Dorchester Avenue. Similarly, Melvin Levine and Associates, Inc., is undertaking market assessments to provide guidance for the development and design of the Dorchester Avenue corridor, and establish parameters for the type and scale of developments based on market opportunities for selected zones and districts, by major use divisions, e.g., retail, office, residential, or industrial.

PLANNING APPROACH

Phase I of the project, carried out in close coordination by the BRA and its consultants with the City's Public Facilities Department and the Mayor's Office of Neighborhood Services, has established a broad consensus around a vision for Dorchester Avenue's future and a strategy for implementing this future; the work scope has included:

Task 1: Document existing conditions (land use, building scale, parking, public facilities, etc.).

Task 2: Identify the key resources, problems, and urban design tools to take maximum advantage of resources and overcome problems.

Task 3: Establish objectives -- the intent of this task has been to establish a shared consensus of support for an urban design vision of Dorchester Avenue which responds to underlying land use, traffic, market, and similar issues; the preliminary concepts which emerged from this phase formed the basis for the specific implementation proposals to be developed in Phase II; the work included interviews with key actors and participation in meetings with the community.

DORCHESTER IPOD MEETINGS SCHEDULE

October 13, 1987	Dorchester House	9:00 A.M.
January 28, 1988	Lower Mills Library	7:00 P.M.
February 4, 1988	Dorchester House	7:00 P.M.
February 9, 1988	St. Margarets	7:00 P.M.
May 18, 1988	St. Marys	7:00 P.M.

The Mayor's Office of Neighborhood Services, in cooperation with D.A.R.T. and the BRA, organized a series of community meetings, along Dorchester Avenue to review the Urban Design planning and zoning studies and to solicit community input. Community meetings continue to be held with the next one scheduled for May 18, 1988.

During Phase II specific proposals and recommended actions for Dorchester Avenue, resulting from the work accomplished while the interim zoning is in place, will form the basis for permanent zoning and project initiatives. The initiatives include land-use policies; public improvements; public land disposition and zoning. In particular, zoning will be used for revising district boundaries, creating new districts as appropriate, and providing regulations concerning architecture, site planning and amenities.

INITIAL FINDINGS OF EXISTING CONDITIONS

From Lower Mills to Andrew Square there are approximately 30 changes in zoning districts along Dorchester Avenue. There are areas where zoning supports and reinforces desirable land uses and the commercial or residential "Main Street" concept; areas where current zoning supports the possibility of existing land use conflicts; and two areas where zoning creates a very different kind of Avenue.

Zoning patterns of Dorchester Avenue are generally consistent with existing land use patterns and major portions of the Avenue are zoned some combination of R (residential), L (local business), and B (general business) districts. In addition, there are several small H (apartment), two M (restricted industrial) and two I (general industrial) districts.

R, H, and L districts are most supportive of the commercial and residential "Main Street" concept. R and H districts allow only residential uses, with virtually no conditional uses thus insuring a strictly residential area, such as the area on either side of Gallivan Blvd. L districts allow both residential and local retail and a large portion of the Avenue is zoned L including Lower Mills, Peabody Square to Fields Corner (a combination of L and R districts), and the Columbia Road area. While supportive of the Main Street concept, L zoning contains certain conditional uses which have resulted in significant land use conflicts, visibly contradicting the small neighborhood business center character intended for "L" districts. Conditional auto-related uses exist in certain L districts (at times in great profusion) including the Gallivan Boulevard intersection, the southern side of Glovers Corner, and at Columbia Road (some of these uses may have pre-dated the current 1964 Code).

B districts work well for larger commercial centers, and these are in place at Peabody Square, Fields Corner, and Andrew Square. B zoning allows major retail as well as local retail and residential uses. Similarly as in L districts auto related uses are conditional (gas stations, etc.) and allowed (auto parts, etc.); however, the actual number of existing auto uses is quite small in "B" districts (approx. 6 in all three areas) probably due to market and locational forces.

M and I districts, in place at Glovers Corner, support an entirely different pattern of land use in these districts industrial, retail, and auto related uses are allowed while residential uses are forbidden; actual land use on this part of Dorchester Avenue consists of medium to large industrial uses and auto related retail. It is all so notable that these uses seem to have spilled out in large numbers into the L district on either side regardless of the conditional or forbidden status of these uses in L districts.

PROPOSED DORCHESTER AVENUE IPOD

The Dorchester Avenue IPOD Amendment sets out controls that would be in place for a twelve month period along Dorchester Avenue to protect the area while planning and new zoning are underway. Residential Uses which involve no more than 4 units shall be exempt. The major elements of the IPOD are:

o Seven (7) Established Planning Areas:

- Andrew Square
- Columbia Road at Dorchester Avenue
- Savin Hill at Dorchester Avenue
- Glovers Corner
- Fields Corner
- Peabody Square
- Dorchester Lower Mills

- o Underlying Zoning and IPOD Conflict Provision

"Where conflicts between their respective provisions exist...the more restrictive provisions shall govern."

- o Interim Height Standards

"Proposed Projects within the Dorchester Avenue IPOD shall be governed by the interim height standard of 35'.

- o Open Space Plan

An Open Space Plan will be developed to emphasize historic, geographic and functional links to activity nodes, and to identify locations for new open space opportunities in the IPOD.

- o Interim Parking Controls

Interim Parking Controls will be established, as follows, for market rate, newly created residential units:

<u>Dwelling Units</u>	<u>Off Street Spaces Required</u>
1 - 3	1.00
3 - 6	1.25
7+	1.33

For each unit sold to a low or moderate income household .90 off-street parking space shall be required, for elderly, low income households .20 parking spaces per unit shall be required.

- o Transportation Access Plan

A Transportation Access Plan will be required for all large-scale projects. The plan shall consist of impact assessments, parking and traffic mitigation and periodic evaluation components.

- o Transportation Master Plan

A Transportation Master Plan will be developed with the Boston Transportation Department to specify parking and access requirements for commercial and residential projects and to establish truck routes.

- o Design Guidelines

During the Dorchester Avenue IPOD planning period, design guidelines shall be developed that will reinforce the positive scale, character, massing and architectural elements that exist.

- o Sign Controls

The IPOD calls for on-premise sign and billboard controls to be developed.

Projects which are proposed during the one-year IPOD period must receive an Interim Planning Permit from the Board of Appeal.

The establishment of the Dorchester Avenue Interim Planning Overlay District is necessary to provide immediate protection to Dorchester Avenue from the encroachment of inappropriate development while the area is being studied and rezoned. These temporary regulations will stay in effect for a maximum of one year, until new zoning regulations can be adopted into the zoning code.

It is, therefore, recommended that the Director be authorized to petition the Zoning Commission to adopt an Interim Planning Overlay District (IPOD) for Dorchester Avenue, establishing 'interim zoning controls.'

An appropriate vote follows:

VOTED: That the Secretary be, and hereby is, authorized to petition the Zoning Commission to adopt text and map amendments to establish the Dorchester Avenue Interim Planning Overlay District in substantial accord with the petition submitted to the Authority at their meeting of May 12, 1988. The purpose of the Dorchester Avenue Interim Planning Overlay District is to protect the community and control development while plans and final rezoning proposals are being developed.

Attachments:

Dorchester Avenue IPOD Briefing Book
Boulevard Planning Districts - staff briefing
Draft - Phase I Study - Dorchester Avenue IPOD

Boulevard Planning Districts

Dorchester Avenue Boulevard Planning District

Staff Briefing

October 23, 1987

The following material has been prepared by DAVID DIXON, AIA, in conjunction with the BRA's Zoning and Urban Design Departments in conjunction with the Dorchester Avenue Urban Design Study

1. Structure for boulevard urban design studies within IPOD process

- Revitalization
- Restoration
- Parkway

2. Dorchester Avenue--example of major boulevard

- Project Structure
- Phase I (Strategy)
 - Overview
- Resources and Problems
- Initial Findings: Urban Design Tools
 - Next Steps

3. Market Analysis for Dorchester Avenue

- Process
- Initial Observations
- Process for other boulevards

4. Traffic and Parking for Dorchester Avenue

- Process
- Process for other boulevards

5. Discussion

Notes:

I have attached a series of diagrams describing a draft proposed structure for the Boston Redevelopment Authority's "Grand Boulevards" program; the diagrams reflect the results of initial discussions between my office and Zoning and Urban Design Department staff at the BRA. The attached materials covers the following concerns:

- the relationship of boulevard urban design studies to the larger IPOD process
- a broad project structure for approaching individual boulevard studies within the IPOD process
- potential organization of individual boulevards into study groups in three IPOD areas
- a more detailed project structure for Dorchester Avenue

Project Context:

The major streets which serve Boston's traditional neighborhoods are the subjects of the Boston Redevelopment Authority's "Grand Boulevards" program. These boulevards, the principal commercial, residential, and parkway arteries and gateways for Boston's older neighborhoods, contribute substantially to establishing the identity and character of the areas they serve. Many boulevards are lined with fine examples of residential and commercial architecture representing the urban aspirations of several generations; others still constitute visible extensions of Boston's ambitious City Beautiful movement. Despite the long period of economic transition which followed World War II and drained investment from many older parts of the city, Boston's boulevards have maintained the their potential to serve again as proud, dynamic, symbols of resurgent neighborhoods.

In most cases the boulevards' strong underlying urban design qualities have been obscured and distorted by several decades of neglect and insufficient awareness of their urban design potential. Excessive inappropriate signage, vacant land and buildings coupled in some cases with insensitive new construction, and an invasion of incompatible The different types of boulevards present both unique and common challenges. While ultimately each boulevard must be studied in the context of its own issues and resources, for purposes of establishing broad, "generic", model scopes, the boulevards have been divided into three categories:

- **Revitalization:** major residential and commercial streets in neighborhoods for which economic revitalization is the primary objective; these boulevards are critical to creation of jobs, housing, and adequate local access to shopping and neighborhood services; enhancing the urban design character of these boulevards, while a critical concern, should occur in the context of a larger revitalization effort.

- **Restoration:** major residential and commercial streets in neighborhoods for which, while economic vitality is often an important concern, the primary focus is on restoring and enhancing traditional neighborhood character.

- **Parkway:** major public streets which constitute important neighborhood, and often city-wide, open space amenities; a number of parkways are critical living links to Frederick Law Olmsted's grand open space plan for Boston; all of the parkways have the potential to enrich Boston's re-emerging open space system.

note: a single boulevard may in some cases make a transition from one category to another (e.g. from "Revitalization" to "Restoration") , for example, as it moves from one neighborhood to another.

Examples of Boulevards in each category:	Revitalizationon	Restoration	Parkway
small projects	Warren St., Seaver St.	Market St., Harvard Ave.,	Melnea Cass
medium projects	Shawmut Ave., Dud- ley St., Columbia Rd., Mass. Ave., Co- lumbus Ave. (?), Tremont St.(?)	Dorchester Ave., Washington St. (South End), Com- monwealth Ave., Market St., Brighton Avenue,	Jamaica Way
larger projects	Washington St. (Rox.), Blue Hill Ave.		

Boulevard Urban Design Studies: Relationship to IPOD Process

month: 3 6 9 12 15 18 21 24

IPOD Period:

Initial BRA actions:

- organize study areas
- set up community participation

Neighborhood-wide economic resources analysis:

(Revitalization Boulevards)

neighborhood-wide economic revitalization strategy; determine appropriate role of each boulevard

Neighborhood Traffic Masterplan:

(all boulevards as required)

existing conditions forecast "quick fixes" & test/preliminary develop short/long term measures

Boulevard Urban Design Studies:

(all boulevards as required)

Phase I: Strategy

Existing Conditions:

- Inventory
 - Analysis: existing and potential urban design character
- Identify Urban Design Tools to Create Change
- Develop Objectives: urban design vision
- Strategy

Preliminary Implementation Proposals: Urban Design Tools

Final Proposals: Final Report

Phase II: Implementation

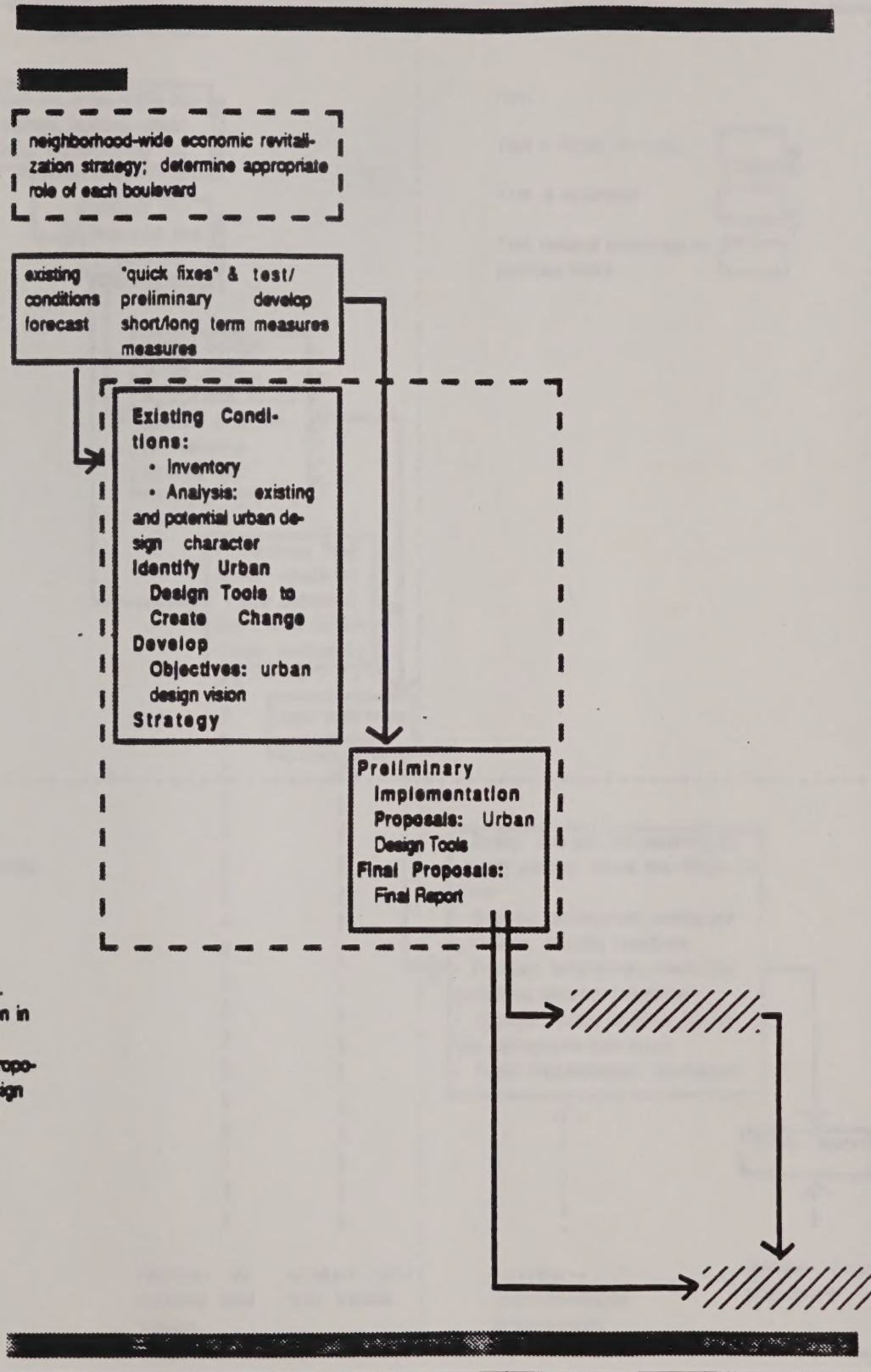
Follow-up Efforts:

- resolve open issues with community, etc.
- resolve details of community participation in setting design controls, design review, etc.
- initiate follow-up studies—e.g. detailed proposals for special study districts, detailed design for capital improvement projects, facade/signage improvement program

Zoning Implementation:

- public hearing
- prepare language
- BRA Hearing
- Zoning Commission

Community Participation



Dorchester Avenue Urban Design Study: Project Structure:

Restoration Boulevard

month: 2 4 6 8 10 12

Phase I: Strategy

Existing Conditions:

- Inventory
 - urban design
 - market conditions
 - traffic/parking
- Analysis: existing and potential urban design character
 - market conditions
 - traffic and parking

Identify Urban Design Tools to Create Change

- supporting market potentials
- supporting traffic/parking

Develop Objectives: urban design vision for Dorchester Ave.

- supporting market program
- supporting traffic/parking measures

Strategy

Phase II: Implementation

Preliminary Implementation

Proposals: Urban Design Tools

- supporting market action plan
- supporting traffic/parking measures

Final Urban Design Proposals

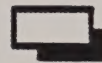
Community Participation:

major community meetings

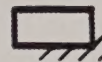
progress to date

Key:

Task is largely complete:



Task is underway:



Task requires completion of previous tasks:



land use, scale, public land, signage, facades, vacant land, traffic/parking etc.

identify resources and problems

urban design tools: zoning, signage code, facade controls, public improvements/ facilities, etc.

• re-enforce "Main Street" character
• new character/ land use for Glovers Corner, Andrew Sq

target tools to accomplish vision

• Zoning: land use, site planning, accessory parking, vacant lots, design review
• Signage: enforcement, conceptual guidelines, controls, incentives
• Facades: enforcement, conceptual guidelines, controls, incentives
• Upgrading public facilities: MBTA, City parks/public open space
• Public Improvements: streetscape

Final Report

review- in-
ventory and
vision

review- con-
firm vision

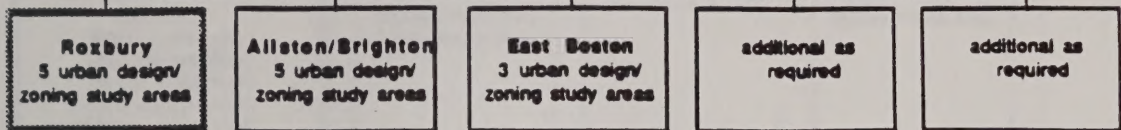
review--
implementatio
n proposals

review- final
proposals

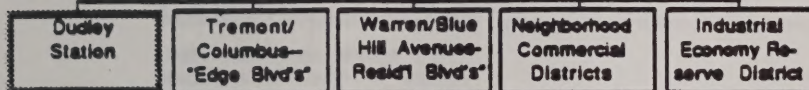
Summary of proposed structure for urban design/zoning studies:

- BRA project management:**
- identify City policy objectives
 - establish inter-agency working groups

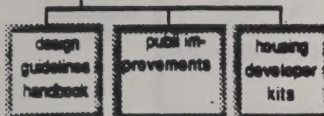
boulevards and special study areas grouped into appropriate urban design/zoning study areas within each neighborhood—see attached diagrams



urban design/zoning study areas (using Roxbury as example)—see attached diagrams



potential individual follow-up projects (using Dudley Station study area as example) include:



**Neighborhood:
wide scale**

Roxbury

Principal Tasks:

BRA: (1) identify appropriate boulevard groups; (2) conduct neighborhood-wide traffic study; (3) conduct economic resources allocation analysis

single urban design prime consultant for each study area (market, landscape and traffic sub-consultants as required)

**Urban
Design/
Zoning
Study
Areas**

#1 Dudley Station:

Washington St., Dudley St., Shawmut Ave., Dudley Station Special Study Area, Washington St. Affordable Housing Reserve District

Principal Tasks:

BRA:

- set up community participation

Consultant:

Phase I (Strategy)

- existing conditions
- market assessment
- urban design vision

Phase II (Proposals)

- urban design proposals
- zoning

**#2 Tremont/
Columbus--"Edge
Boulevards:"**

Tremont St., Columbus Ave., Mass. Ave., Maine Cas., Maine Cas. Affordable Housing Reserve District, Tremont St. Special Study Area

Principal Tasks--see
Dudley Project Area

**#3 Warren/Blue Hill
Avenues--
Residential Boule-
vards:**

Blue Hill (Rox.), Warren Ave., Blue Hill Ave. Special Study Area

Principal Tasks--see
Dudley Project Area

**#4 Neighborhood
Commercial Dis-
tricts:**

Geneva Ave., Washington St., Strathcona Rd., Centre St. Humboldt Ave., Norfolk St., Quincy St.

Principal Tasks--see
Dudley Project Area

**#5 Industrial Econ-
omy Reserve Dis-
trict**

Principal Tasks--see
Dudley Project Area
plus work to be deter-
mined

Individual urban design, landscape, or architectural consultant teams for each project as

**Individual
Follow-up
Projects**

Example #1

detailed design proposals for
public improvements in Dudley
area

Example #2

signage and facade program/
guidelines handbook for major
commercial Avenues

Example #3

detailed housing site study

Neighborhood-
wide scale

East Boston

Principal Tasks:

BRA: (1) identify appropriate boulevard groups; (2) conduct neighborhood-wide traffic study; (3) conduct economic resources allocation analysis

single urban design prime consultant for each study area (market, landscape and traffic sub-consultants as required)

Urban
Design/
Zoning
Study
Areas

#1 Waterfront Special Study Areas:

Massport Piers, Boston East, Maverick Central, Chelsea Creek

Principal Tasks:

BRA:

- set up community participation

Consultant:

Phase I (Strategy)

- existing conditions
- market assessment
- urban design vision

Phase II (Proposals)

- urban design proposals
- zoning

#2 Suffolk Downs-McClellan Highway:

Special Study Area, McClellan Highway:

Principal Tasks—see Study Area #1

#3 East Boston Boulevards:

Chelsea St., Meridian St., Bennington St., Brewster St. Special Study Area

Principal Tasks—see Study Area #1 plus work to be determined

Individual urban design, landscape, or architectural consultant teams for each project as

Individual
Follow-up
Projects

Example #1
detailed Waterfront
Architectural Standards—guidelines/
handbook

Example #2
Waterfront public improvements design/
capital improvements program

**Neighborhood-wide
scale**

Allston/Brighton

Principal Tasks:

BRA: (1) identify appropriate boulevard groups; (2) conduct neighborhood-wide traffic study; (3) conduct economic resources allocation analysis

single urban design prime consultant for each study area (market, landscape and traffic sub-consultants as required)

**Urban
Design/
Zoning
Study
Areas**

**#1 Soldiers' Field Rd./
Western Ave. Area:**

Soldiers' Field Rd., Western Ave.,
Lincoln St./Horton Rd. Special
Study Area, Soldiers' Field Rd./
Western Ave. Special Study Area

Principal Tasks:

BRA:

- set up community participation

Consultant:

Phase I (Strategy)

- existing conditions
- market assessment
- urban design vision

Phase II (Proposals)

- urban design proposals
- zoning

**#2 Commonwealth/
Harvard/Brighton
Avenues**

Principal Tasks--see
Study Area #1

#3 Allston Landing

Principal Tasks--see
Study Area #1
plus work to be determined

#4 Brighton Center

Washington St., Market
St., Brighton Ave

Principal Tasks--see
Study Area #1
plus work to be determined

#5 Additional Special Study Areas:

Electric Ave., Goodenough St., Ashford St.

Principal Tasks--see
Study Area #1
plus work to be determined

Individual urban design, landscape, or architectural consultant teams for each project as

**Individual
Follow-up
Projects**

Example #1
signage and facade
improvements program/guidelines
handbook

Example #2
detailed development
implementation studies
for Special Study Areas

